

ZONING MAP CHANGE REPORT

Meeting Date: August 15, 2011

Table A. Summary			
Application Summary			
Case Number	Z1000012	Jurisdiction	City
Applicant	Jeff Roach, Peak Engineering & Design, PLLC	Submittal Date	November 8, 2010
Reference Name	Ample Storage Center	Site Acreage	0.919
Location	708 East Club Boulevard, on the south side of East Club Boulevard between Ambridge Street and Dominion Street		
PIN(s)	0832-11-56-1645 (partial)		
Request			
Proposed Zoning	Industrial Light with a development plan (IL(D))	Proposal	Storage facility
Site Characteristics			
Development Tier	Urban Tier		
Land Use Designation	Medium Density Residential (6-12 DU/Ac.)		
Existing Zoning	Residential Urban – 5 (RU-5)		
Existing Use	Vacant		
Overlays	F/J-B	Drainage Basin	Falls Lake
River Basin	Neuse	Stream Basin	Ellerbe Creek
Determination/Recommendation/Comments			
Staff	Staff determines that this request is not consistent with the <i>Comprehensive Plan</i> and other adopted policies and ordinance.		
Planning Commission	Approval, 8 – 4 on June 14, 2011. The Planning Commission finds that the ordinance request is not consistent with the adopted <i>Comprehensive Plan</i> . However, should the plan amendment be approved, the request would be consistent with the <i>Comprehensive Plan</i> . The Commission believes the request is reasonable and in the public interest and recommends approval based on comments received at the public hearing, the information in the staff report.		
DOST	None provided		
BPAC	None provided		

A. Summary

This is a request to change the zoning designation of 0.919 acres of a 2.989-acre parcel of land from RU-5 to IL(D). The subject property is located at 708 East Club Boulevard, on the south side of East Club Boulevard between Ambridge Street and Dominion Street (see Attachment 1, Context Map). This proposal commits to a one-building storage facility. This request is not consistent with the future land use designation of the *Comprehensive Plan* which designates this parcel as Medium Density Residential (6-12 DU/Ac.). However, an application to change this designation to Industrial has been requested (see associated Plan Amendment Case A1000009) and is not being recommended for approval by staff.

Appendix A provides supporting information.

B. Site History

There have been no recent zoning requests for this site.

C. Review Requirements

Planning staff has performed a sufficiency review for this Zoning Map Change request (reference UDO Sec. 3.2.4, Application Requirements [general] and 3.5.5, Application Requirements [for a Zoning Map Change]). This staff report presents the staff findings per Sec. 3.5.8, Action by the Planning Director, on the request's consistency with the Unified Development Ordinance and applicable adopted plans.

This review is based primarily on compliance with any applicable laws, plans, or adopted policies of City Council. Any issues or concerns raised in this report are based on best professional planning practice unless they have a basis in adopted plans, policies, and/or laws.

D. Unified Development Ordinance (UDO) Compliance

This request is consistent with the requirements of the Unified Development Ordinance. The associated development plan (Attachment 4, Development Plan reduction) provides the required elements for zoning map change requests in the IL district (Sec. 3.5.6.D and Sec. 6.10.1.C). In addition, commitments in excess of UDO requirements have been made (see Appendix D for supporting information):

Graphic Commitments. Elements depicted on a development plan (including, but not limited to, labels and descriptive information) become commitments. A summary of graphic commitments (see Table D5, Summary of Development Plan) includes: the building and parking envelopes and site access points as shown on sheet D100 of the development plan (Attachment 4).

Text Commitments. Text commitments have been proffered to commit to requirements in excess of ordinance standards. A summary of these commitments (see Table D5, Summary of Development Plan) includes: limiting the proposed self storage facility to generate less than 150 peak hour trips, roadway improvements to include a westbound

left-turn lane and 4 feet of additional widening along East Club Boulevard for a bicycle lane, and dedication of right-of-way for a 25-foot radius at the corner of East Club Boulevard and Dominion Street.

Design Commitments. Nonresidential structures require design commitments accompanying a zoning map change when a development plan is included. As such, design commitments are required to be made for this site. The design commitments of this development commits to a maximum of one building no greater than 20 feet in height and includes commitments in regard to roof type, building materials, and style.

See Table D5, Development Plan Summary, for these commitments.

Determination. The requested IL zoning district and associated development plan meets or exceeds the applicable requirements of the UDO. If this zoning map change request is approved, the attached development plan, including design commitments (Attachment 4) shall establish the level of development allowed on the property.

E. Adopted Plans

All zoning map change requests shall be consistent with the *Comprehensive Plan*. As such, other adopted plans have been included by reference in this document. Table E, Adopted Plans, in Appendix E identifies the applicable policies of the *Comprehensive Plan* and other adopted plans included by reference.

Determination. The requested IL zoning district and associated development plan is not consistent with the Future Land Use Map. A plan amendment, Case A1000009, has been requested for this site to change the future land use designation to Industrial. Should this plan amendment be approved, this zoning map change request would be consistent with the applicable policies of the *Durham Comprehensive Plan*.

F. Site Conditions and Context

Site Conditions. This site is a portion (0.919 acres) of a 2.989-acre split zoned parcel with street frontage along East Club Boulevard and Dominion Street. The site is relatively flat, and has been previously cleared and graded with a maintained lawn. There are two street trees within the right-of-way along the frontage on East Club Boulevard (see Attachment 3, Aerial Photography).

Area Characteristics. This site is in the Urban Tier and in an area developed with a variety of uses. There is a well-established single-family neighborhood north of East Club Boulevard and on East Club Boulevard on both the north and south sides. The area to the south of this site includes industrial uses. Ellerbe Creek and associated floodplain is located south of this site.

Appendix F provides a summary of the uses and zoning in the more immediate vicinity of the subject site.

Determination. The proposed development plan for the subject property meets the ordinance requirements regarding the project's layout. Contextually, the site is one of two

parcels (adjacent to each other) with large, suburban style setbacks. The other of these parcels is designated as RU-5(D), a residential district. However, the development plan associated with the district does not show any development on the site.

The Urban Tier standards of the UDO require buildings to be placed within a maximum setback of 20 feet to promote a pedestrian-friendly atmosphere. The design commitments (summarized in Table D5, Summary of Development Plan) include variations within the building façade intended to break up monotony and provide visual interest. Additionally, text commitment #4 restricts the use of the site to a self storage/mini storage facility thus limiting more intense uses that would otherwise be allowed in the IL district.

G. Infrastructure

The impact of the requested change has been evaluated to suggest its potential impact on the transportation system, water and sewer systems, and schools. In each case, the impact of the change is evaluated based upon a change from the most intense development using the existing land use and zoning to the most intense use allowed under the request.

See Appendix G for additional information.

Determination. The proposed IL district is consistent with UDO and *Comprehensive Plan* policies regarding infrastructure impacts.

H. Staff Analysis

This request is not consistent with the *Comprehensive Plan*. The accompanying plan amendment (Case A1000009) is being recommended for denial for Industrial. If this plan amendment were approved this request would be consistent with the *Comprehensive Plan* and other adopted policies and ordinances.

The parcel associated with this request is currently split zoned and developed with a retail/office use. The requested IL zoning district and associated development plan show the required boundary buffers and design commitments; it also limits the use of the site to self storage/mini storage facility.

Residential Integrity. The RU-5 portion of the site fronts along East Club Boulevard and is surrounded on three sides by well-established residential uses or zoning. The establishment of an industrial use along this portion of East Club Boulevard represents an encroachment into an established residential neighborhood. The present zoning designation of RU-5 allows the site to be developed as a single-family or townhouse use which is a more appropriate use for this location.

I. Contacts

Table I. Contacts		
Staff Contact		
Amy Wolff, Senior Planner	Ph: 919-560-4137, ext. 28235	Amy.Wolff@DurhamNC.gov
Applicant Contact		
Agent: Jeff Roach, Peak Engineering & Design, PLLC	Ph: 919-439-0100	jroach@peakengineeringdesign.com

J. Notification

Staff certifies that newspaper advertisements, letters to property owners within 600 feet of the site and the posting of a zoning sign on the property has been carried out in accordance with Section 3.2.5 of the UDO. In addition, the following neighborhood organizations were mailed notices:

- Inter-Neighborhood Council
- Partners Against Crime – District 2
- Friends of Durham
- Unity in the Community for Progress
- Ellerbee Creek Watershed Association

K. Summary of Planning Commission Meeting June 14, 2011 (Case Z1000012)

Zoning Map Change Request: RU-5 to IL(D)

Staff Report: Ms. Berg and Ms. Wolff presented the staff report.

Public Hearing: Chair Brown opened the public hearing. Four people spoke in favor and none spoke against. Chair Brown closed the public hearing.

Commission Discussion: Commission discussion centered around encroachment of industrial uses, open space, and security.

Motion: To recommend approval of the plan amendment. (Mr. Monds, Mr. Kimball 2nd)

Action: Motion carried, 8-4, with Mr. Brine, Ms. Brown, Ms. Jacobs and Mr. Jones voting no).

Motion: To recommend approval of the zoning map change. (Mr. Monds, Mr. Kimball 2nd)

Action: Motion carried, 8-4, with Mr. Brine, Ms. Brown, Ms. Jacobs and Mr. Jones voting no).

Findings: The Planning Commission finds that the ordinance request is not consistent with the adopted *Comprehensive Plan*. However, should the plan amendment be approved, the request would be consistent with the *Comprehensive Plan*. The Commission believes the

request is reasonable and in the public interest and recommends approval based on comments received at the public hearing, the information in the staff report.

L. Supporting Information

Table K. Supporting Information		
Applicability of Supporting Information		
Appendix A	Application	Attachments: <ol style="list-style-type: none"> 1. Context Map 2. Future Land Use Map 3. Aerial Photography 4. Development Plan Reduction 5. Application 6. Owner's Acknowledgement 7. Submittal and Review History
Appendix B	Site History	n/a
Appendix C	Review Requirements	n/a
Appendix D	Unified Development Ordinance	Table D1: Designation Intent Table D2: District Requirements Table D3: Environmental Protection Table D4: Project Boundary Buffers Table D5: Summary of Development Plan
Appendix E	Adopted Plans	Table E: Adopted Plans
Appendix F	Site Conditions and Context	Table F: Site Context
Appendix G	Infrastructure	Table G1: Road Impacts Table G2: Transit Impacts Table G3: Utility Impacts Table G4: Drainage/Stormwater Impacts Table G5: School Impacts Table G6: Water Impacts
Appendix H	Staff Analysis	n/a
Appendix I	Contacts	n/a
Appendix J	Notification	n/a
Appendix K	Summary of Planning Commission Meeting	Attachments: <ol style="list-style-type: none"> 8. Planning Commissioner's Written Comments 9. Ordinance Form

Appendix A: Application Supporting Information

Attachments:

1. Context Map
2. Future Land Use Map
3. Aerial Photography
4. Development Plan Reduction
5. Application
6. Owner's Acknowledgement
7. Submittal and Review History

Appendix D: Unified Development Plan Supporting Information

Table D1. UDO Designation Intent	
IL	<p>Industrial Light: the IL district is established to provide for a wide range of light manufacturing, warehousing, and wholesaling activities as well as offices and some support services. Design standards of this district are intended to ensure such development is compatible with high visibility areas and to minimize impacts on the environment. While IL is an industrial district, other uses such as office and commercial may also be allowed. In addition to general light industrial uses, specific industrial uses allowed include junk yards, warehouses, and recycling centers.</p>
F/J-B	<p>Falls/Jordan District B Watershed Protection Overlay: The purpose this overlay district is to preserve the quality of the region's drinking water supplies through application of the development standards intended to protect the environment. In general, water supply protection will be accomplished by establishing and maintaining low intensity land use and development on land near the region's water supply rivers and reservoirs. Where high density development is desired, water supply protection will be accomplished through the use of engineered stormwater controls. The overall objective is to:</p> <ul style="list-style-type: none">• Reduce the risk of pollution from stormwater running off of paved and other impervious surfaces; and• Reduce the risk of discharges of hazardous and toxic materials into the natural drainage system tributary to drinking water supplies.

Table D2. District Requirements – IL			
	Code Provision	Required	Proposed
Minimum Site Area (square feet)	6.10.1.C	5,000	39,639
Minimum Lot Width (feet)	6.10.1.C	50	136
Maximum Street Yard (feet)	6.10.1.C	20	20
Minimum Side Yard (feet)	6.10.1.C	15	22.5
Minimum Rear Yard (feet)	6.10.1.C	25	25
Maximum Height (feet)	6.10.1.C	50	20

Table D3. Environmental Protection			
Resource Feature	UDO Provision	Required	Proposed
Impervious Surface	8.7.2B	70% maximum	70% (27,747 square feet)

Table D4. Project Boundary Buffers			
Cardinal Direction	Adjacent Zone	Required Opacity	Proposed Opacity
North	RU-5	n/a *	n/a
East	RU-5	0.6/0.8	0.8 (22.5 feet)
South	IL	0.2/0.4	0.2 (10 feet)
West	RU-5(D)	0.6/0.8	0.8 (22.5 feet)

*right-of-way greater than 60 feet

Table D5. Summary of Development Plan		
Components	Description	Development Plan Sheet
Required Information	Intensity/Density. 10,000 – 12,000 square feet of building area	D100
	Building/Parking Envelope is appropriately identified.	D100
	Project Boundary Buffers. Appropriately identified.	D100
	Stream Crossing. No protected streams identified on site.	n/a
	Access Points. There will be one full access point from Dominion Street on the east and one cross access point to the adjacent parcel on the west.	D100

	Dedications and Reservations. 25-foot radius of right-of-way dedication at East Club Boulevard and Dominion Street as shown.	D100
	Impervious Area. 70% = 27,747 square feet	D100
	Environmental Features. There are no policy or UDO-protected environmental features identified.	n/a
	Areas for Preservation. There were no conditions identified that require preservation.	n/a
Graphic Commitments	Offsite roadway improvements as identified in Text Commitments below.	D000, D100
Text Commitments	<ol style="list-style-type: none"> 1. The proposed use will generate less than 150 peak hour trips as determined by the ITE Trip Generation Manual. 2. A 25-foot radius right-of-way dedication will be made for the southwest corner of East Club Boulevard and Dominion Street. The right-of-way dedication will occur prior to the issuance of any building permits. 3. Roadway Improvements: <ol style="list-style-type: none"> 3.1 A westbound left-turn lane with adequate storage and appropriate tapers will be constructed on East Club Boulevard at Dominion Street prior to the issuance of a certificate of occupancy. 3.2 The south side of East Club Boulevard will be widened for the frontage of the site to provide an additional four foot (4') bicycle lane prior to the issuance of a certificate of occupancy. 4. This site is being restricted within the IL(D) zoning district as a self storage/mini-storage facility. No other uses are allowed on this property. 	D000
SIA Commitments	Stormwater commitments have not been proffered as a result of the Stormwater Impact Analysis checklist.	n/a
TIA Commitments	A Traffic Impact Analysis was not required of this application.	n/a
Design Commitments (summary)	<p>Architectural Style. The proposed building height will not exceed 20 feet and will have a flat roof with parapets. Any roof type will provide view screening for roof top mechanical equipment. One building is proposed on the property. Roof height variations will be provided per section 7.3.1 of the UDO including parapet steps.</p> <p>Building facades. The proposed building will have a brick façade (to incorporate brick, glass, aluminum or other metals) with recesses and projections to provide architectural variations along the building sides. Changes in the brick pattern, door locations, faux window spacing and stepped</p>	D000

	<p>parapets will also provide architectural styling to the building.</p> <p>Context. The proposed building is a pre-engineered metal building with a brick exterior on all four elevations. Glass windows, glass and metal accents, and brick and metal parapets are proposed to provide a building elevation that will be in keeping with the surrounding office and light industrial buildings along the East Club Boulevard corridor.</p>	
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Appendix E: Adopted Plans Supporting Information

Table E. Adopted Plans	
<i>Comprehensive Plan</i>	
Policy	Requirement
Future Land Use Map	Medium Density Residential (6 – 12 DU/Ac.)
2.2.2b	Demand for Residential Land
8.1.2m	Transportation Level of Service
8.1.4d	Development Review and Adopted Regional Bicycle Plans
9.4.1a, b, c	Water Quantity and Quality Level of Service
11.1.1a	School Level of Service

Appendix F: Site Conditions and Context Supporting Information

Table F. Site Context			
	Existing Uses	Zoning Districts	Overlays
North	Single-family residential	RU-5	F/J-B
East	Single-family residential	RU-5	F/J-B
South	Vacant office	IL	F/J-B
West	Warehouse	RU-5(D)	F/J-B

Appendix G: Infrastructure Supporting Information

Table G1. Road Impacts	
East Club Boulevard is the major road impacted by the proposed zoning change. There are no scheduled NCDOT roadway improvement projects in the area.	
Affected Segments	East Club Boulevard
Current Roadway Capacity (LOS D) (AADT)	11,700
Latest Traffic Volume (AADT)	7,300
Traffic Generated by Present Designation (average 24 hour)*	57
Traffic Generated by Proposed Designation (average 24 hour)**	28
Impact of Proposed Designation	-29

Source of LOS Capacity: FDOT Generalized Level of Service Volume Table 4-1 (2002)

E. Club Boulevard: 2-lane Major City/County roadway without left-turn lanes

Source of Latest Traffic Volume: 2009 NCDOT Traffic Count Map

*Assumption (Max Use of Existing Zone) – Six single-family dwelling units.

**Assumption (Max Use of Proposed Zoning) – 12,000 square foot self storage

Table G2. Transit Impacts
Transit service is provided adjacent to the site along East Club Boulevard via DATA route #9. The closest stop is located just east of Dominion Street.

Table G3. Utility Impacts
This site is served by City water and sewer.

Table G4. Drainage/Stormwater Impacts
The impacts of any change will be assessed at the time of site plan review.

Table G5. School Impacts			
The proposed zoning is not estimated to generate any students. This represents a decrease of two students over the existing zoning. Durham Public Schools serving the site are Glenn Elementary School, Chewning Middle School, and Northern High School.			
Students	Elementary School	Middle School	High School
Current Building Capacity	15,972	8,523	9,971
Maximum Building Capacity (110% of Building Capacity)	17,569	9,375	10,968
20th Day Attendance (2009-10 School Year)	16,027	6,723	9,639
Committed to Date (April 2008 – March 2011)	409	133	85
Available Capacity	1,022	2,656	1,222
Potential Students Generated – Current Zoning*	1	0	1
Potential Students Generated – Proposed Zoning**	0	0	0
Impact of Proposed Zoning	-1	0	-1

*Assumption (Max Use of Existing Zone) – Six single-family dwelling units

**Assumption (Max Use of Proposed Zoning) – residential not permitted

Table G6. Water Supply Impacts	
This site is estimated to generate a total of 1,620 GPD if developed to its maximum potential with the proposed zoning district. This represents an increase of 690 GPD increase over the existing zoning district.	
Current Water Supply Capacity	37.00 MGD
Present Usage	20.19 MGD
Approved Zoning Map Changes (April 2008 –March 2011)	1.45 MGD
Available Capacity	15.36 MGD
Estimated Water Demand Under Present Zoning*	930 GPD
Potential Water Demand Under Proposed Zoning**	1,620 GPD
Potential Impact of Zoning Map Change	+690

*Assumption (Max Use of Existing Zone) – Six single-family dwelling units.

**Assumption (Max Use of Proposed Zoning) – 12,000 self-storage facility

Appendix K: Summary of Planning Commission Meeting Supporting Information

Attachments:

8. Planning Commissioner's Written Comments
9. Ordinance Form